

Message Text

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C O N F I D E N T I A L TEHRAN 1540

FOR ASSISTANT SECRETARY ATHERTON FROM AMBASSADOR

E.O.11652: GDS

TAGS: PFOR, EGEN, UN

SUBJ: ORGANIZING FOR MULTILATERAL DIPLOMACY

REF: STATE 29255, 75 STATE 303856

1. WE ARE PLEASED TO SEE ORGANIZATIONAL CHANGES IN DEPARTMENT AND BUREAUS OUTLINED IN REFTELS WHICH ARE DESIGNED TO PROVIDE MORE EFFECTIVE BACKSTOPPING FOR REPRESENTATIONS BY EMBASSIES IN SUPPORT OF OUR MULTILATERAL POLICY INTERESTS. AT THIS POST WE HAVE WORKED CLOSELY WITH GOI THROUGHOUT YEAR TO ENSURE THAT IT UNDERSTOOD IMPORTANCE USG ATTACHED TO NUMEROUS ISSUES RAISED IN INTERNATIONAL ORGANIZATIONS AND TO SEEK MAXIMUM POSSIBLE UNDERSTANDING OF AND COOPERATION ON U.S. MULTILATERAL OBJECTIVES. DCM AND I PERSONALLY MADE MANY OF THESE APPROACHES TO SENIOR GOI OFFICIALS, AND IN ALL OTHER CASES GAVE DIRECT GUIDANCE AND SUPERVISION TO OFFICERS DEALING WITH THESE MULTILATERAL MATTERS. WE BELIEVE THAT THROUGH THIS EFFORT GOI KNEW WHERE USG STOOD ON THESE ISSUES, AND IN SOME CASES WE WERE ABLE TO PERSUADE GOI TO CHANGE ITS POSITION TO COINCIDE MORE CLOSELY WITH OURS.

2. BECAUSE OUR MULTILATERAL AFFAIRS CUT ACROSS MANY FUNCTIONAL FIELDS, I HAVE ASKED DCM JACK MIKLOS TO ASSUME PRIMARY RESPONSIBILITY IN THIS AREA. HE AND I WILL CONTINUE TO ENSURE THAT OTHERS IN MISSION GIVE SUFFICIENT ATTENTION TO MULTILATERAL

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ASPECTS OF THEIR PARTICULAR CONCERNS, THAT APPROPRIATE LEVELS OF

GOI ARE INFORMED OF WHICH ISSUES ARE ESPECIALLY IMPORTANT TO US AND WEIGH OUR INTERESTS CAREFULLY BEFORE TAKING FINAL POSITIONS ON THEM IN INTERNATIONAL FORA, AND THAT DEPARTMENT IS DEPT CURRENTLY AWARE OF GOI ATTITUDES AND INTENTIONS REGARDING MULTILATERAL MATTERS OF CONCERN TO US.

3. WE WOULD LIKE TO SUGGEST THE PRINCIPAL AREAS WHERE NEW OFFICE OF MULTILATERAL AFFAIRS AND SPIKE DUBS CAN HELP US AND OTHER POSTS DO MORE EFFECTIVE JOB OF SUPPORTING USG POSITIONS ON MULTILATERAL ISSUES.

A. EARLIER GUIDANCE: THERE HAVE BEEN TIMES WHEN INSTRUCTIONS TO SEEK GOI SUPPORT ON CERTAIN ISSUES WERE RECEIVED AFTER IT HAD ALREADY COMMITTED ITSELF. GOI WAS THEN AFRAID IT WOULD BE ACCUSED OF KNUCKLING UNDER TO U.S. PRESSURE IF IT CHANGED ITS POSITION -- COMMITTEE OF 24 RESOLUTION ON GUAM IS CASE IN POINT.

B. MORE PERSUASIVE ARGUMENTATION: SENIOR GOI OFFICIALS WITH WHOM WE DEAL ON MULTILATERAL MATTERS OFTEN KNOW MORE THAN WE DO ABOUT PARTICULAR ISSUES BECAUSE THEY THEMSELVES SERVE ON GOI DELEGATIONS TO INTERNATIONAL ORGANIZATIONS. UNLESS WE RECEIVE ANALYTICAL BACKGROUND INFORMATION AND WELL-REASONED, PERSUASIVE ARGUMENTS TO SUPPORT OUR CASE, WE ARE AT DECIDED DISADVANTAGE IN DISCUSSIONS WITH THOSE OFFICIALS.

C. SELECTIVITY: DEPARTMENT SHOULD CHOOSE SELECTIVELY THOSE MULTILATERAL ISSUES IT WISHES POSTS TO SEEK SUPPORT ON SO AS NOT TO DILUTE IMPACT OF OUR REPRESENTATIONS WHEN THEY ARE NEEDED MOST. IF INSTRUCTIONS MUST BE WORLD-WIDE RATHER THAN TAILORED TO SPECIFIC COUNTRY OR GROUP OF COUNTRIES, AMBASSADORS SHOULD BE GIVEN DISCRETION TO DETERMINE WHETHER APPROACH TO HOST GOVERNMENT ON A PARTICULAR MATTER IS LIKELY TO BE FRUITFUL OR NOT, AND HENCE WHETHER IT SHOULD BE MADE. IF IN SUCH WORLD-WIDE CASES DEPARTMENT WISHES APPROACH MADE FOR THE RECORD EVEN WHERE AMBASSADOR BELIEVES IT MAY NOT BE DESIRABLE, INSTRUCTIONS SHOULD SO INDICATE.

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